1	UNITED STATES DISTRICT COURT
2	WESTERN DISTRICT OF WASHINGTON AT SEATTLE
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4	UNITED STATES OF AMERICA, ) CR23-179-RAJ
5	) Plaintiff, ) SEATTLE, WASHINGTON
6	) v. ) April 30, 2024
7	CHANGPENG ZHAO, ) 9:30 a.m.
8	) Defendant. ) Sentencing Hearing
9	
10	VERBATIM REPORT OF PROCEEDINGS
11	BEFORE THE HONORABLE RICHARD A. JONES UNITED STATES DISTRICT JUDGE
12	
13	ADDE ADANGE C.
14	APPEARANCES:
15 16	For the Disintiff. Versin Mosley
	For the Plaintiff: Kevin Mosley Elizabeth Carr
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_•	Stenographically reported - Transcript produced with computer-aided technology
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             THE CLERK: We are here for sentencing in the matter
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    of the United States versus Changpeng Zhao, Cause No. 23-179,
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    assigned to this court.
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        If counsel and probation officers could please rise and
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    make your appearances for the record.
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             MR. MOSLEY: Kevin Mosley, for the United States,
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    Your Honor. With me at counsel table are Assistant U.S.
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    Attorneys Michael Dion and Jonas Lerman. And also trial
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    attorney Elizabeth Carr of the Money Laundering and Asset
    Recovery Section, and Ian Richardson of the Justice
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    Department's National Security Division.
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             THE COURT: Good morning. Who will be speaking on
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    behalf of the government?
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             MR. MOSLEY: I will, Your Honor.
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             THE COURT: Thank you. Please be seated.
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        Counsel.
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             MR. BARTLETT: Good morning, Your Honor, Mark
    Bartlett on behalf of Mr. Zhao, who's beside me in court.
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             MR. BURCK: Good morning, Your Honor, William Burck
    for Mr. Zhao.
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             MR. NAFTALIS: Good morning, Your Honor, Benjamin
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    Naftalis for Mr. Zhao.
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             PROBATION OFFICER WHALEY: Good morning, Your Honor,
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    Amelia Whaley, on behalf of U.S. Probation.
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             PROBATION OFFICER ASBURY-BACA: And Officer
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Asbury-Baca on behalf of probation.

THE COURT: Good morning, all of you. Please be seated.

Who will be speaking on behalf of the defense?

MR. BARTLETT: With the court's permission, I was going to do a short introduction. Mr. Burck will handle most of the argument. There's a legal issue, if it comes up, Mr. Naftalis will handle that. I should also mention that Mr. Zhao also wants to make a statement to the court.

THE COURT: That will be acceptable, counsel.

I will confirm, counsel, that I've reviewed and considered the following documents:

First, the presentence report prepared by United States
Probation Officers Amelia Whaley and Sarah Asbury-Baca, and
attachments. The government's sentencing memorandum. The
defendant's sentencing memorandum with exhibits, and over 160
letters of support for the defendant.

I've also reviewed the defendant's entire sentencing submission, and the plea agreement. The court will also verify that the court has reviewed all docketed items. The court had confirmed at 5:00 p.m. yesterday, just to verify, that the court had reviewed all docketed items. And I will represent the same thing to all parties.

The court notes that there will be an opportunity to make recommendations to this court, but before we do that, the

court wishes to engage in whether or not there are any outstanding objections.

From the presentence report, I understand there's an outstanding objection as it relates to the application of Guideline Section 2S1.3(b)(1).

Counsel for the government, is that still correct?

MR. MOSLEY: Yes, Your Honor, that is correct.

THE COURT: Counsel for the defense, is that still correct?

MR. BARTLETT: Yes, Your Honor.

THE COURT: Counsel, before you begin your argument to the court, perhaps it might be advisable for the court to give you its preliminary determination of this issue, and then I'll give you the opportunity to supplement that with argument that you wish to present to the court.

First, it's the court's understanding that there's a request for a two-level enhancement under Guideline Section 2S1.3(b)(1), whether to impose the enhancement, because the government asserts the defendant knew or believed, at least some of the funds his company processed, were of unlawful activity.

The court will note the following: First of all, the government references conscious avoidance. That is a methodology utilized by the Second Circuit, under the Finkelstein case. That does not appear to be a test that's

been adopted by the Ninth Circuit. It's not the law in the Ninth Circuit.

Second, the government represents reasonably foreseeable should be applied. That does not appear to be the standard; rather, deliberate knowledge and a belief appears to be the applicable standard.

The record before the court is that the defendant company knew they didn't have effective anti-money-laundering controls in place. However, the plea agreement indicates that Binance processed transactions involving proceeds of illegal activity.

The record also indicates, and again, referencing the plea agreement, that Binance caused transactions between the United States persons and persons in jurisdictions that are subject to comprehensive U.S. sanctions.

In looking at the entire record submitted by the parties, first of all, there's no evidence that the defendant explicitly was informed of any specific transaction, or a specific user transacted on Binance with criminal proceeds. In reviewing the record, the court also notes that there's no evidence that the defendant was aware of suspicious circumstances, making it reasonable to believe such funds were processed, or proceeds of unlawful activities.

The court also considered the defendant was aware of gaps or weaknesses in the company's compliance controls, and

existence of users from sanctioned countries, but Binance exchanges still occurred.

The court agrees with the defense argument that their issue of generalized knowledge is insufficient. The court believes that it's inappropriate to make application of that request by the government. And the court will not agree and buy into the government's recommendation that that be adopted. For those reasons, the court will deny the request for that application.

Counsel for the government, I'll give you a chance to make additional argument, if you wish to, at this time.

MR. MOSLEY: One moment, Your Honor. I'm just scaling down, based on what the court just --

THE COURT: You can make your record, counsel. And counsel, if it will help you tailor your remarks, I will indicate, first of all, that both sides present reasonable justifications and bases for the arguments that you advanced to this court in your briefing. But both sides failed to articulate a clear standard to be applied by this court. And the court reaffirms that the government carries the burden of proof. But the government has offered nothing more than mere inferences to support their argument, without specific evidence to support the same. And that's the reason for the interpretation made by this court.

So, counsel, feel free to consult with co-counsel and then

1 make your argument to the court. 2 MR. MOSLEY: I'm ready, Your Honor. 3 THE COURT: Please proceed, counsel. MR. MOSLEY: Sorry, I don't want to repeat a lot of 4 5 the factual arguments that we made. I think Your Honor 6 adequately covered those from the bench. But I do want to 7 say a couple of things about what we think the legal standard 8 is here. 9 In Mr. Zhao's papers, they indicate that there should be a heightened mens rea standard, to apply to the application of 10 11 the enhancement, and they refer to the court in Rombakh, they 12 refer to it as the deliberate knowledge enhancement. And 13 then there's some gloss that they add to that enhancement 14 about showing that -- or arguing that it requires knowledge 15 of specific transactions. And we don't believe that that is 16 necessarily the right way to look at that. 17 You know, the court in Rombakh never really addressed what 18 deliberate knowledge meant, in relevant part, because the 19 parties had already agreed that the enhancement didn't apply. And to the extent that the court did address that 20 21 enhancement, it just repeated what the enhancement said, 22 which is that it can be applied if the defendant knew or 23 believed that the funds were proceeds of unlawful activity. 24 Referencing the Singh case, I'm not -- that's not 25 particularly enlightening either. You know, in the

submission, the defense analogizes the mens rea standard under 2S1.1(b)(1) to 2S1.3(b)(1). I think those enhancements are not quite the same. They are similar, but they are not quite the same. The six-level enhancement applied in money-laundering cases is warranted when the defendant knew or believed the laundered funds were proceeds of and were intended to promote, among other things, an offense involving the manufacture, importation, or distribution of a controlled substance or a listed chemical.

Given the requirement that the 2S1.1 enhancement requires knowledge of a particular offense, I think trying to transport that requirement into this requirement is inappropriate, as there is no such requirement in the 2S1.3 enhancement.

And that court never addressed the threshold mens rea for applying the enhancement. All it said was that the evidence elicited at trial was overwhelming, that the defendant knew the laundered funds were drug proceeds.

So while knowledge of specific laundered funds as proceeds of a specific offense was sufficient to apply the enhancement under 2S1.1, that's not the same as finding such proof is necessary for the enhancement to apply, in 2S1.3.

The third case relative to the Ninth Circuit, is Walker, and that's closer to this case. It addresses the 2S1.3 enhancement applied to the case, involving a defendant who

caused financial institutions to fail to file CTRs.

In that case, the defendant argued that there was no evidence he had knowledge of the underlying criminal activity. But the court applied the enhancement, over that objection, inferring that the defendant did know of the unlawful activity, based on the attempt to conceal the source of funds, and co-conspirator testimony that the defendant had been at the office of the company, and that according to the witness, the defendant knew about the company's illegal activities.

Given that inference is in -- at least in that case -- a function or part of how the court came to the conclusion that the 2S1.3 enhancement applied, we argue that supports a similar finding here by this court.

I'm not going to go back over the facts, the court has addressed those completely from the bench. But as far as -- but we wanted to make a record, at least on the legal analysis, as it relates to the mens rea standard here.

One more thing I would add is that our burden of proof is just preponderance of the evidence. And typically, we don't require -- smoking-gun evidence isn't necessarily required under a preponderance standard. And with that, I will sit down.

THE COURT: And, counsel, there was one additional objection that was raised with the presentence report. And

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    that specific objection is a request to add to paragraph 29,
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     "Under Zhao's direction, collaborated with law enforcement."
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    Do you take a position on that, counsel? That's the second
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    objection. Actually, it's the first objection by the
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    defense.
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             MR. MOSLEY: Thank you, Your Honor. As to that
    objection, we agree with probation, that we don't have
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    sufficient information to verify that objection, or verify
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    the veracity of that objection. We do know that Binance has
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    collaborated and cooperated with law enforcement in certain
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    cases. I don't know specifically, standing here right now,
    that we can verify that particular one.
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             THE COURT: Counsel, before you sit down, the other
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    question I have is, other than that particular objection,
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    were there any other objections that you had to the probation
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    department guideline calculations?
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             MR. MOSLEY: No, Your Honor.
             THE COURT: That includes the two-level specific
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    offense characteristic enhancement, correct?
             MR. MOSLEY: Yep, that's correct, Your Honor.
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             THE COURT: All right.
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        Now, with that, counsel, the court's addressed all of the
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    outstanding objections that were raised in the presentence
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report that would require resolution by this court. Would

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you agree with that?

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             MR. MOSLEY: I would, Your Honor.
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             THE COURT: Counsel for the defense?
             MR. BARTLETT: We agree also, Your Honor.
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             THE COURT: There are no other objections that
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    require resolution by the court?
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             MR. BARTLETT: Correct.
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             THE COURT: Do you wish to make a further record,
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    counsel, regarding the objection that was made and the
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    court's ruling on the objection?
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             MR. NAFTALIS: Thank you, Your Honor.
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             THE COURT: Counsel, while you are there, I trust you
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    will also be addressing the other objections I raised with
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    counsel, that was raised by the defense.
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             MR. NAFTALIS: Yes, Your Honor. Why don't I begin
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    with that one. So that's as to paragraph 29.
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             THE COURT: That's correct. Actually, paragraph 30,
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    counsel.
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             MR. NAFTALIS: Paragraph 30.
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             THE COURT: Okay. You would like that added?
             MR. NAFTALIS: We would like it added. We don't have
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    anything else for the court to consider on it. To the extent
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    the court disagrees with adding it, we're not going to stand
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    on it.
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             THE COURT: All right. The court overrules that
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    objection. The presentence report will remain the same as
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presented to this court.

Now, make your record, counsel, on the balance of the issues.

MR. NAFTALIS: As to 2S1.3, we agree with Your Honor's recitation of the lack of factual support or legal support here and probation's thoughtful analysis here. I would only add that given that there's little to no law here, I think the tie goes to the runner. There are no facts of explicit knowledge here, whether you adopt the government's view of how knowledge should be read, as to specific funds or specific transactions, or a lesser view of it.

But regardless, since there is no law here, the tie should go to the runner, and the court should not include the enhancement.

Thank you, Your Honor.

THE COURT: All right. You may be seated.

Again, both sides presented credible arguments to support their positions. But the bottom line, the case authority is not clear, there's no clear statement in the Ninth Circuit that supports either of the positions. But the court did make its record, based upon what was available and what was presented.

I'd also like to commend probation for the excellent work that you did in the presentence report. It was probably one of the most comprehensive presentence report assessments and

1 analysis this court has considered. And I've been on this 2 bench for many years. So my compliments to you. And I 3 suspect the parties, whether they disagree with your position 4 or not, it was an exhaustive analysis, and that's deeply 5 appreciated. It's not to criticize the parties, but I just 6 want to make sure that there was excellent work done by 7 probation in this case. 8 With that, I'll announce my conclusions as to the 9 appropriate offense level and criminal history category. For 10 these calculations, I'm using the 2023 guidelines manual. 11 The court begins first by identifying that the defendant 12 pled guilty to failure to maintain an effective 13 anti-money-laundering program. The guideline for 31 U.S.C. 14 Section 5318(h) offenses is found in guidelines 15 Section 2S1.3. That section provides that an offense 16 involving failure to maintain an effective 17 anti-money-laundering program, has a base offense level of 8. And the court so finds. 18 19 The court next addresses the specific offense characteristics. And the court believes that a two-level 20 21 increase is appropriate, as suggested by probation as well, 22 as the defendant pled guilty to an offense under Subchapter 2 23 of chapter -- strike that, 53 of Title 21, United States

Code, for an offense involving more than \$100,000 in a

12-month period. That justifies a two-level increase.

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There are no adjustments for victims. There's an adjustment for defendant's role in the offense. The court finds the defendant was an organizer or leader of a criminal activity that involved five or more participants, or was otherwise extensive. Therefore, the four-level increase is appropriate. And that's pursuant to Guideline Section 3B1.1(a).

There's no adjustment for obstruction of justice. The adjusted offense level subtotal is, therefore, 14. There are no Chapter 4 enhancements. The court finds the defendant has clearly demonstrated acceptance of responsibility, and the offense level is therefore decreased by two levels, pursuant to Guideline Section 3E1.1(a). The total offense level is therefore 12.

Defendant has a criminal history category of 1. The imprisonment range is 10 to 16 months. Supervised release range is one to three years. Ineligible for probation. And the fine range is \$5,500 to \$55,000.

The court will also confirm that the court did not consider the Jason factors in its analysis. And the court makes its determination based upon the record and the findings that I will articulate, to support consideration of the guidelines and application of the appropriate sanctions in this case, as recommended by the parties.

The court will proceed in the following fashion: First,

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I'll hear from counsel for the government; then I'll hear from probation; then I'll hear from defense counsel. defendant will be the last person to address the court.

The court is not aware that any other persons need to speak to the court. The court has granted counsel for the defense the permission to separate or segregate your arguments, and that's permissible with the court.

So I first wish to confirm with the government, only one individual will be speaking on behalf of the government, and no other supporting statements to the court; is that correct?

MR. MOSLEY: That's correct, Your Honor.

THE COURT: All right.

You may proceed, counsel.

MR. MOSLEY: Good morning, again, Your Honor. The court is aware of the relevant facts, they've been described in the statements of fact associated with this case, and the related Binance Holdings Limited matter, and have been argued extensively in both parties' sentencing submissions. I will try not to dwell too much on them now, except to make a few points.

I'd like to touch on some themes that drove our sentencing recommendation, and points -- and themes that we believe are relevant to the court's decision today. And then I'd like to take a small moment of time to address some of the salient points presented in Mr. Zhao's sentencing memorandum.

We open our submission with the chat between Mr. Zhao and his colleagues, because it encapsulates one of the main factors behind our sentencing recommendation, which is that this was a plan. While admitting that his choices brought us all here today, Mr. Zhao cloaks that admission in language suggesting a mistake. He says, in hindsight, he should have done a better job implementing a compliance program and off-boarding U.S. users.

And in mitigation, he points to what he calls an "uncertain regulatory environment." In addition, he asserts that he failed to appreciate the magnitude of having U.S. users on the platform. I think that allays what happened here. This wasn't a mistake. It wasn't a regulatory "oops." And when Mr. Zhao violated the BSA, he was well aware of the legal requirements associated with availing himself of the U.S. financial system.

Breaking U.S. law was not incidental to his plan to make as much money as possible; violating the law was integral to that endeavor. And we're not guessing at this. Mr. Zhao said it himself, "Ask for forgiveness, not permission." By not asking for permission, Mr. Zhao made his company great. He made himself a billionaire and a crypto celebrity. And the U.S. financial system, numerous crime victims, and U.S. National Security interests, paid for it.

Mr. Zhao was well aware of his U.S. users and the

magnitude of their impact on his bottom line. Mr. Zhao tracked Binance's U.S. user base from the very beginning. He tracked how much money he made from his U.S. users, and particularly from the U.S. VIPs. And he tried to do it without getting caught, which was one reason he was deliberately vague about where Binance was based.

And in 2019, when he thought he might get caught, he started Binance U.S., and he did begin to off-board some U.S. users. But even that was part of the plan. Instead of coming into compliance with U.S. law, he doubled down and schemed to keep the valuable U.S. VIPs trading on Binance, without U.S. authorities finding out.

Again, Mr. Zhao's words are instructive. He did this to achieve a reduction in his losses, and at the same time, to be able to have U.S. supervision agencies not cause him any troubles.

He knew when he did it that having U.S. users slowly turn into other users, was wrong, but he did it anyway and tried to hide it.

He only began to earnestly bring Binance into compliance, after the government became aware of this investigation and he knew he was caught. And now, after he got caught and admitted his crimes, Mr. Zhao comes before the court asking for, if not forgiveness, per se, certainly for leniency. And while he deserves credit for coming clean and for taking

responsibility, that credit is reflected in his plea agreement, notably in the downward adjustment for acceptance of responsibility, and the government's agreement not to bring further criminal charges against him related to conduct described in the statements of fact or information in this case, and in the related Binance case.

In part, to keep this plan from succeeding, we ask the court to impose a sentence of 36 months' incarceration. And even if the court is not inclined to oppose that sentence, the brazen nature of this conduct does require a sentence that includes a meaningful period of incarceration.

Which brings me to my next theme, which is that a meaningful sentence of incarceration is necessary, to reflect the seriousness of the offense, and provide just punishment for the offense, and promote respect for the law.

Mr. Zhao argues the most common outcome for a defendant convicted of a BSA, or similar violation, is time served, or probation. As somebody who's been around long enough to have been around when some of those cases were resolved, I certainly cannot dispute that contention.

But Mr. Zhao references other individual defendants who received probation for BSA violations. And he tries to distinguish himself from those who received sentences of incarceration, by focusing on crimes he didn't commit, and on the fact that he is a first-time offender.

But focusing on this crime, Mr. Zhao's BSA offense, it is clear that the scale of his crime is orders of magnitude greater than those of other defendants.

Taking into -- taking the *Randol* case, for example. Public information indicates that he pleaded guilty to one count of failing to have an effective AML program. He admitted to engaging in three transactions totaling \$273,940 in Bitcoin, without obtaining customer identification information. And he admitted that his business allowed illicit actors to launder millions of dollars. His guideline range was in the 6- to 12-month range.

In *G&A*, a case I was involved with, the company, its owner and AML manager, pled guilty to BSA violations, that resulted in \$8 million in laundering transactions, G&A paid a fine of \$962,932. And G&A, and its owner, forfeited \$240,733.

In *Ali*, the defendant pled guilty to fraudulently obtaining and cashing \$16 million in U.S. Treasury checks. These offenses pale in comparison with Mr. Zhao's offense. Based solely on the statements of fact, his BSA violation led to the movement of hundreds of millions of dollars in illicit funds, and around a billion in transactions, that violated the U.S. sanctions; nearly 900 million of which involved Iran.

And that doesn't account for things we didn't catch, because Mr. Zhao and Binance never filed SARs with law

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enforcement.

And as we note in our submission, this is where the guidelines fail us. Based on the sentencing guidelines, one can cause laundering transactions in the thousands, hundreds of thousands, millions, hundreds of millions, or many hundreds of millions. You could make thousands of dollars, hundreds of thousands of dollars, millions of dollars, or in Mr. Zhao's case, billions of dollars, facilitated by unlawful conduct, and have similar very low guidelines.

The only reason any of these defendants and Mr. Zhao can be said to be similarly situated, is that the guidelines for this offense are flawed. Sentencing Mr. Zhao to probation, is not treating similar defendants similarly. It is allowing Mr. Zhao to profit unjustly for criminal conduct, on an enormous scale.

Such a sentence would not reflect the seriousness of the offense, it would not provide just punishment, and it would not promote respect for the law.

If Mr. Zhao does not face incarceration, after deliberately and willfully planning to violate U.S. law, to build the largest cryptocurrency exchange in the world, and get rich in the process, while facilitating the transmission of at least hundreds of millions in illicit funds, and causing hundreds of millions of dollars in sanctions violations, then no one will face incarceration, and the BSA

will be, for all intents and purposes, a dead letter.

The BSA places financial institutions at the forefront of the protection of our financial system. Financial sanctions imposed under IEEPA are designed to deprive rogue states of the tools they desire, and they play a crucial role in protecting our national security. By not having an effective AML program, Mr. Zhao caused massive damage to both tools, on an order of magnitude far beyond an individual defendant. And his sentence should reflect that.

My last theme relates to specific and general deterrence. As we note in our memorandum, the recommended guideline sentence is not -- and as I just said, the recommended guideline sentence is not sufficient to afford adequate deterrence to criminal conduct as to Mr. Zhao, and importantly, to the public at large.

But to be clear here, the court should impose the sentence -- a sentence of incarceration here, because of the brazenness and magnitude of Mr. Zhao's conduct, and not just to send a message to the crypto industry, or anybody else.

As I noted before, the court should not allow Mr. Zhao to benefit from his plan. But I will point out, briefly, that it is important that any sentence in this case, short of incarceration, would establish some perverse incentives.

If you take a step back, an outcome where a defendant makes a plan to violate U.S. law, does so on a massive scale,

makes extraordinary amounts of money doing so, gets caught, puts their hands up and says: I'm sorry, and admittedly have to part with a significant amount of money, but then get to go home to continue to make money, a rational actor, like Mr. Zhao appears to be, might look at this and take that chance. The only lesson here is that you'd have to go as large as possible in order to make the chance worth it.

And the *BitMEX* case is instructive here. Those defendants got sentenced in 2022, just before Mr. Zhao pled guilty here. In that case, the BitMEX executives similarly planned to avail themselves of the U.S. market, without complying with U.S. law. They got indicted and pled guilty. They made millions of dollars, by breaking the law, and none of them were incarcerated. They, too, decided to ask for forgiveness, not permission, and it largely worked out for them.

Following on that, Mr. Zhao and Binance arrived to take that strategy to a whole new level. Lots more money made, and lots more damage to the U.S. financial system and national security interests. Mr. Zhao should be incarcerated because of the severity of his crimes. But a sentence of incarceration would also break the chain of perverse incentives, and provide for specific and general deterrence.

Briefly, I'd like to address some of the arguments that Mr. Zhao raises in his -- other arguments he raises in his

sentencing memorandum. Again, the sentencing recommendation here is based on Mr. Zhao's offense and related conduct, not on crimes having nothing to do with this case. We are not suggesting that Mr. Zhao is Sam Bankman-Fried, or that he is a monster. And we're not trying to kill the cryptocurrency industry. We're simply seeking a sentence that adequately addresses the magnitude of the offense.

As to Mr. Zhao's efforts to build a compliance program, we've covered that pretty much already. He understood what the regulatory environment was, and he knew enough to violate the law. His efforts to block U.S. users happened, because he was afraid of getting caught. And his well-documented attempts to deceive regulators are well known.

As to the personal -- Mr. Zhao's personal characteristics. Again, this is not about Mr. Zhao, as a person. For us, it is about his offense conduct and the sentence that it merits. But that said, many otherwise good people have been sentenced to terms of incarceration. And they've been sentenced to incarceration in times where they engaged in momentary lapses in judgment, and not in willful, deliberate conduct like occurred here.

As to the international licenses and regulatory costs that Binance has incurred, these were obtained against a backdrop of Binance making significant amounts of revenue in the U.S., a place that was -- a place where Binance.com did not have a

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license.

And the idea that doing something that you were supposed to do, which is get a license to operate in a country, is a mitigating factor, is something that we would reject.

Again, Mr. Zhao and Binance did encourage compliance enhancements. Again, those were done after Binance got caught. And certainly he has complied and cooperated with law enforcement. But, again, this is what you're supposed to do. A company that operates in the United States, avails itself of the U.S. financial system, and makes tremendous amounts of money here, should cooperate with law enforcement. That on occasion, Binance may have gone above and beyond, is commendable, but it does not merit a probationary sentence here.

Mr. Zhao did accept responsibility. And it is commendable to him that he chose to come here from a non-extraditable country. He definitely deserves credit for that. But it is worth noting that the alternative was getting charged, and likely having to live life as a fugitive. Or coming to the U.S. to stand trial, and face the significant amount of evidence against him.

His stepping down as the CEO was a natural consequence of his wrongful conduct and it's driven, in part, by a desire to protect the company. And that company still exists. He still owns it. And he still stands to continue profiting

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handsomely from the operations of that company.

The financial penalties Mr. Zhao has, and is paying, are significant. But given the magnitude of the wrongdoing here, financial penalties just are not enough. Mr. Zhao should not be allowed to pay his way out of the appropriate punishment here, which is a sentence of incarceration.

And even if the court is inclined to take up the government's recommendation on a sentence here, Mr. Zhao is a relatively young person, and will have plenty of time and resource to have the positive impact on society that he desires.

As to the citizenship issue, we understand that that is a significant consideration. But we would point out that we are here because of Mr. Zhao's choices. He chose to avail himself of the United States financial system. He chose to make money here. And he chose to break the law here. The fact that he is not a citizen of the United States, should not allow him to incur a windfall from his criminal activity.

Mr. Zhao argues that losing control of Binance and sustaining reputational damage, are collateral consequences that merit leniency. They are not. They are merely, again, consequences of committing a criminal offense. Many defendants who face incarceration have failed job loss and reputational damage. That's what happens when you break the law. And in many of those cases, the affected defendants do

not have the resources that Mr. Zhao had.

Finally, Mr. Zhao argues that a probationary sentence will incentivize others to follow his example, fully accept responsibility, remediate and cooperate. To the contrary, a probationary sentence here, in addition to allowing Mr. Zhao to unjustly profit from his wrongdoing, will incentivize others to break the law, and to do it at the largest scale possible.

For all of these reasons, Your Honor, the court should sentence Mr. Zhao to 36 months' incarceration. And, again, if the court is inclined to reject that recommendation, a sentence of incarceration, a meaningful one, is required here, to reflect the seriousness of the offense, to promote respect for the law, and to provide just punishment for the offense, and afford adequate deterrence to criminal conduct. Thank you.

THE COURT: Counsel, I have a couple questions; at least one.

MR. MOSLEY: Yes, Your Honor.

THE COURT: It concerns primarily sentencing disparity. That's one of the guideline factors this court must consider. And I've pored through the cases that have been advanced by both parties. And your recommendation is almost double the top end of the guideline range. And would that not cause sentencing disparity if the court were to

follow the government's recommendation, at that level?

MR. MOSLEY: Well, we don't believe so, Your Honor, largely because of the magnitude of this offense. An individual defendant has not been responsible for this much movement of illicit funds, that we can think of. And as a result -- and with the accompanying sanctions violations. I note that in Mr. Zhao's submission, a lot of his comparison sets were to corporate cases, not to individual cases, in terms of magnitude of the offense. The fact that an individual was responsible for this is telling here, and is significant.

So we don't believe that it would be a sentencing disparity. Certainly the disparity is in the magnitude of the conduct. And if the court -- again, if the court is inclined to not accept our recommendation on this, we still believe a significant sentence of incarceration is necessary.

THE COURT: All right.

Counsel, of all the cases that you've advanced to this court, is there a particular case that you believe should be the guide or directive for this court to follow, as a basis to conclude this is a fair and just sentence?

MR. MOSLEY: I think that this is just -- to some extent, this is a unique case. And so I don't know that there are a ton of cases that I would point to -- I mean, a lot of these other cases, like I said earlier, involve

1 | individuals moving small amounts of money here and there.

2 And some of those folks went to jail. In this case, we had

3 | someone who deliberately violated U.S. law, moved a lot of

4 money, did so in a way that was designed specifically to

5 avoid being caught by U.S. authorities; and created a new

6 | plan, when that plan was about to fail.

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So I think that this is somewhat of an outlier case, and as such, deserves to be treated that way.

THE COURT: And the last question, counsel. As you know, the beginning point under the guideline consideration is history and characteristics. And I've gone through the volume of letters submitted to this court, and they articulate extraordinary commitments and dedication to philanthropic opportunities across the planet, not just in his country, but across the planet.

And how did that factor play into the recommendation that you have, that's more than twice the guidelines, which is essentially an exceptional sentence? And was there any weight given to that in your analysis?

MR. MOSLEY: There was, Your Honor. We did take into account, and thoroughly reviewed the letters that were submitted on Mr. Zhao's behalf. I think lots of really good people do bad things and violate the law. The sentence that we are asking for, even if Your Honor was to impose it, is significant, as it relates to the BSA, for sure. But is not

necessarily as significant -- and I don't want to downplay
any jail time; jail time is significant no matter what it is.
But if he served that sentence, he would have plenty of
resources. Again, he still owns Binance. Binance is still
making money. He has a lot of money now. He still would be
able to do all of those wonderful things that he plans to do,
after serving the sentence.

I think what's relevant for us here, is that the sentence needs to reflect the seriousness of the offense, and notwithstanding the good works that Mr. Zhao has been doing, plans to do, or will do in the future.

THE COURT: Thank you, counsel. That concludes all the questions I have of you.

All right. I'll hear from probation.

PROBATION OFFICER WHALEY: Thank you, Your Honor.

Our recommendation is five months of custody, followed by no supervision. Our written recommendation outlines our justification for this recommendation, and I won't repeat that here.

But I will just note that a custodial sentence of five months provides a meaningful and punitive sanction here, that we believe is significant enough to deter the defendant, and others, without being unnecessarily harsh.

A sentence that follows this recommendation would be one of the longest sentences for similar conduct imposed in this

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country. Taking into account the unprecedented scope of the offense here, while balancing what we maintain is an extraordinary acceptance of responsibility, the defendant's compelling personal history, and the post-offense steps taken by the company.

If Your Honor is interested in imposing a noncustodial
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If Your Honor is interested in imposing a noncustodial sentence, we would recommend home detention, in the United States, given the impossibility of oversight by this court, if probation is imposed abroad.

Your Honor, I'm also interested in discussing the government's recommendation for remand. And I'm not sure if now is the appropriate time, or if you are interested in hearing about that.

THE COURT: We'll take that up, if that's a determination of the court. That completes your recommendation?

PROBATION OFFICER WHALEY: Yes, Your Honor.

THE COURT: Thank you.

Counsel for the defense?

MR. BARTLETT: Thank you, Your Honor.

As you know, we are here today for sentencing of Mr. Zhao on the single count he has pled guilty to, that is, failure to maintain an effective money-laundering program at the company that he founded and ran for many years, Binance Holdings Limited.

And I know that's very obvious. But I say that because when I hear the government discuss the crime here, they don't seem to be talking about the actual crime. The crime that he pleaded guilty to was not having an effective money laundering program. They talk about a number of other things that they may think is relevant. That is not why we are here for sentencing today, and that is not what Mr. Zhao pled guilty to.

On a personal level, I just want to say what a joy it is to be in front of the court. It's been many years since I've been here. And it has been really a great experience to be back in front of the court. I want to thank probation -- as you mentioned, I don't think there's another sentencing report that I've seen like that, in this district, let alone I think anywhere in the United States. The amount of work that they clearly put into that report is remarkable, and is an indication of the type of assistance that this probation department has provided the court for years.

And I want to apologize to the court, because we have imposed on you unmercifully. We have had so many letters that came in that you had to go through. And I know Mr. Zhao asked me, he said, "Do you think he'll read all those letters?" And I said, "I guarantee you, he will read every single letter that comes before him." Long sentencing memorandums, a lot of things under seal, exhibits, a lot of

time for the court. And I know you have a full docket. And we really appreciate all the work that you, and your staff, Victoria, and everyone else did on this case.

Before I get to my statement, I just want to take two seconds to introduce a few people who are here today, who traveled to Seattle to show their support for Mr. Zhao. And I'm not going to go through all of them, but I definitely want to bring to the court's attention that his mother Mrs. Zhao is here, that his sister Jessica is here, with her son. And also that Mr. Zhao's son, Ryan, is also here.

And I know you've read all the letters. But I reread Ryan's letter over the weekend. And I was struck by the eloquence of what he wrote to the court. I'm just going to quote one line from it. "The brushstroke of this situation, while profound, does not define the canvas of the character. I hope the scales of justice weigh not only the selective actions, but also the essence of a loving father, who has lived a life defined by values, morals and resilience." That is really eloquent. I wish I wrote like that. And I just wanted to make sure the court had a chance to consider it.

And finally, Mr. Zhao, and all of us, are very grateful for the many people that wrote letters of support for him. Senator Baucus wrote an incredibly eloquent letter to the court. A number of government officials from the UAE. And a number of persons that knew him personally, knew the company,

and supported him, are quite striking.

I'm going to keep my remarks short. Mr. Burck is going to handle the majority of our arguments.

There are two things I want to focus on. They're not really things I'm going to focus on, because I was so impressed with the probation officers' report. I want to talk about two things they said. At paragraph 55 of the presentence report, the probation notes, and I'm going to quote, "Defendant has shown a remarkable acceptance of responsibility." Clearly, he's going to get the two points for acceptance. But that isn't what they said. "He has shown remarkable acceptance of responsibility." And that is very, very true.

First of all, he traveled from the UAE, where he's a citizen, a non-extradition country, to face these charges. And you think he flew in here, really, that's not that big of a deal. But I was struck, there's actually a case going on in San Francisco right now, Mike Lynch. He was indicted in November of 2018; a very rich person. It's a big case involving fraud in the Northern District of California.

For four and a half years, Mike Lynch fought extradition from the United Kingdom, which you would think would be a pretty quick ticket, four and a half years he was able to fight that.

But Mr. Zhao, had he wanted to spend his resources and his

And the probation department recognizes that.

time avoiding facing these criminal charges, he could have.

How long he could have lasted, I have no idea. Ten years,

15 years? I have no idea. He didn't do that. He chose to

voluntarily come here and face these charges, knowing full

well what he might be facing. He deserves credit for that.

He reached a plea agreement with the government, before he even landed here. He directed his company, Binance, to also resolve their problems with the government. And as was made clear, it hasn't been discussed yet, it wasn't just that Mr. Zhao and his company that he directed resolve the problems they had with the Department of Justice, they also resolved three other major investigations. The Office of Foreign Asset Control, the Financial Crimes Enforcement Network, and the Commodity Futures Trading Commission. All three of those were resolved. And they weren't resolved quickly and easily, and I might add, cheaply. Jointly they paid the United States Government over \$4.3 billion.

Should you be able to buy your way out of your problems?

No, of course not. But is that an indication of acceptance of responsibility? Absolutely.

He never minimized his conduct. As you read the letters of support, you saw how many times Mr. Zhao had talked to people honestly, admitted his mistake, and asked them for their support.

Literally -- I sat down and I thought about it over the weekend, I thought to myself, if someone was going to accept responsibility, is there anything else they could have done, to show the court how remorseful they are? And honestly I couldn't come up with another factor.

There's one additional paragraph I want to bring to the court's attention, also from the probation officer's report. This is one of their very last paragraphs, paragraph 156.
"In contemplating a sentence outside of the advisory guideline system, the court may wish to consider," and then they listed six factors that they believe the court might consider relevant, in looking at whether a variance from the sentencing guideline range was applicable.

And here are the six factors that they identified. This is from the probation office report. First, as we just discussed, Mr. Zhao's exceptional acceptance of responsibility is a factor for the court to consider, in weighing whether a variance is appropriate.

Second, Mr. Zhao and his company's assistance to law enforcement, which was well documented. And, in fact, admitted by the Department of Justice personnel. The time that Mr. Zhao has been forced to spend away from his family, it's been going only six months that he's been away. As you know from some of the hearings that we've had, he has a very young child, he has two other young children. He has been

out of contact with them. He's out of contact with his partner. He's had no visits with them at all. He's really been here by himself.

And that was at the request of the United States. It wasn't something he chose to do. The United States said: As part of this plea bargain, this is what we are demanding that you do. We made him available, and they insisted he remain available in the United States.

His lack of criminal history. That seems to be almost a given, accepted here. But as the court knows, oftentimes that isn't a given. And it's more than just he has no criminal history. There's not a hint of any wrongdoing in his past. And there was an amendment to the guidelines last year, the zero-offender adjustment. And I am not in any way implying the zero-offender adjustment applies in this case, because it doesn't. One of the factors comes into play, it's not applicable.

But the underlying theory that generated this adjustment, is applicable. And I'll read from the Sentencing Commission new application notes. If a defendant received an adjustment under 4C1.1, the zero-offender adjustment, and the defendant's applicable guideline range is Zone A or Zone B of the sentencing table, a sentence other than a sentence of imprisonment is generally appropriate.

Why do I bring that to the court's attention? Because I

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    really do think it kind of codifies a change that is coming
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    about in the United States, with regard to the prior view
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    that the only real sentence that counts is one of
    imprisonment, and that really everybody should go to jail.
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    The mass-incarceration view that really ran the criminal
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    justice system, both in state and federal, for many years,
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    trying a more reasoned, a more nuanced view of what is
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    appropriate.
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             THE COURT: Counsel, wasn't the mass-incarceration
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    approach designed specifically to address the
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    disproportionate sentencing for African-Americans, as it
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    relates to drug offenses and convictions for crack cocaine?
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    I think there are a number of books written on the same exact
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    topic, counsel.
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             MR. BARTLETT: I agree with that, Your Honor.
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        I think that the step-away that you're seeing, in a
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    variety of issues across this over the last, I would say, six
    to eight years, is addressing many factors.
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        An area that we were first impacted with, with regard to
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    mandatory sentencing guideline ranges, where courts didn't
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    even have -- that was a period of time, and then we go
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    forward.
              But I do think that a person that has never had any
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problems with the law, I think the court has to look at, is this really a person we should be putting in jail?

THE COURT: One least question, counsel.

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Is there anything that you can suggest that the mass incarceration, that you're suggesting to the court, has expanded to cover white collar criminal activity? MR. BARTLETT: I don't --THE COURT: I don't know that generally speaking, people charged with white collar criminal offenses, generate large or lengthy terms of incarceration or imprisonment. Wouldn't you agree? MR. BARTLETT: I appreciate that and I agree with the court 100 percent.

THE COURT: Sir, you're in a courtroom. You need to take your hat off.

Please continue.

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MR. BARTLETT: The fifth factor that the probation department recognized, with the collateral consequences that flowed, and the court has already mentioned, simply because he is not a U.S. citizen, if he were to go into jail, he is not treated as the wide majority of people that go into prisons are. And I want to emphasize this 100 percent. We're not asking for him to be treated as some kind of special, because he's a high profile person, he's wealthy. Not at all. We just don't want him to be treated worse, simply because he's not a U.S. citizen.

Finally, they mentioned in their report that there are collateral consequences because he stepped down as Binance's CEO. And clearly that was a position that he viewed he would spend his life building that company and maintaining it; and that no longer exists.

And finally, there is a seventh factor that I'm not going to mention.

THE COURT: Before you move there, counsel. Counsel for the government made a specific point, I believe a couple times, about the fact that although your client has stepped down, he still would benefit, profit-wise, from the continued operations of Binance, as that company has not gone out of business, correct?

MR. BARTLETT: He still is clearly a major holder of Binance, no question about that. He just has no control over the say in the company.

THE COURT: All right.

Please continue.

MR. BARTLETT: There is a seventh factor that has not been mentioned in the probation officer's report, but I know the court is very aware of, a factor I'm not going to discuss here. But I would argue is perhaps one of the most compelling factors that the court should consider.

And I want to mention that those six factors identified as a possible consideration for the court to consider, by probation, all point to a downward variance. All of the factors that they identified, and recognized, and actually

documented in their report, support a downward variance.

None of the factors support an upward variance. In fact, they didn't identify any factor that supported an upward variance.

THE COURT: Counsel, on that point, probation still recommends a period of incarceration, even though they are including or have reflected different considerations for a downward variance. Would you agree?

MR. BARTLETT: I agree 100 percent.

THE COURT: Please continue.

MR. BARTLETT: I would point out, as I read the probation report, I think they recommend a five-month period of incarceration. And then they list out six factors that you may want to consider, for a downward variance.

THE COURT: To get to the five months of imprisonment.

MR. BARTLETT: Beneath the five months.

I'm talking too long, and I know Mr. Burck here has to go.
I do want to take two seconds to just make some personal observations.

I have got to know Mr. Zhao, I would think pretty well over the last year. And I will say, unequivocally, he is one of the most impressive and interesting people I've ever met in my life. And I don't say that lightly. When you look -- when you read the presentence report, and you listen to his

background, it's like out of a Steven Spielberg movie. You
feel like: Oh, this can't all be true. He grows up in
China, dirt poor. His father, basically, is out of their
life, not because he chooses to be, but because he's going to
school, first outside of the city that they live in. Then he
moves to Vancouver for five years. He is in Vancouver for
five years, out of touch with his family.

And when you hear him talk about it, I would expect him to say: Oh, you know, that was so horrible. But not at all. He views all of those years as great years. He loved his parents. Loved his sister. He said it was a great honor, in China, to actually have a person in your family that was accepted to college outside of China. It was a big honor to have my dad over here going to school.

They come to Canada. You know, they're dirt poor. He describes his bedroom, he could barely get the bed into his bedroom. They had to basically hit both sides of the wall. He had to crawl in at the end, and crawl out. Very crummy, menial jobs. He worked at McDonald's. You know, his sister always said, during these years, I always thought he was going to be a volleyball coach. Why? Because he was the captain of the high school volleyball team. He coached the girls high school volleyball team. He refereed volleyball. She really thought that was the way he was going to go.

But he doesn't. He's super smart. Very, very talented.

Gifted, with regard to computers. He gets hired, gets recruited. He builds himself up. And eventually he starts Binance in 2017. And he invests all of his money in there. He takes a risk that 99.9 percent of the people in the world would never do. And he makes it an incredibly good company almost immediately.

And one of the factors that doesn't get enough play, in my view -- so he establishes Binance in July of 2017, and almost immediately, there is a devastating event that occurs, which is China says: We're not going to allow crypto in the country anymore. This is the fall of 2017. And virtually everybody in China is going to lose all of their money. He doesn't allow that to happen. He makes whole his Chinese customers. And that gets recognized. And if you look at why is Binance so quickly a huge going machine, it's because he treated his customers with such respect, and protected them.

Did he make mistakes? Absolutely. That's why we're here. Did he get into crypto because he wanted to make a gazillion dollars? No. He got into crypto, because I think he wanted to change the world. He believes in this. He wanted to provide a finance system that would support people in Kenya, as well as New York.

Did he make mistakes? Absolutely. Absolutely. Was some of it motivated by finances? Absolutely on that, also; but not all of it. I've never -- I've honestly never heard him

talk about money. He wanted to make a difference in the world.

And what I find so great -- and I will wrap it up here -he still wants to make a difference in the world. I have no
doubt in my mind that his educational pursuit to provide
education to people all across the globe, is going to be a
huge success, and that he will do it. And he will make that
happen.

What we're asking the court is to let him have that chance to fulfill those dreams.

And I'm going to let Mr. Burck take over.

THE COURT: Thank you, counsel.

Counsel.

MR. BURCK: Thank you, Your Honor. William Burck for Mr. Zhao.

As my colleague, Mr. Bartlett said, we, as the court has also mentioned, we were extremely impressed by the incredible work that probation did. We don't necessarily agree with the final outcome of five months that they recommended. But the amount of attention to detail, attention to the facts, attention to the law that they have shown, has been incredibly impressive. So we thank probation for their work. And, of course, we thank the court for its time and diligence with this case.

In contrast, Your Honor, we have very closely reviewed, of

course, the government's submission in this case. And as the court noted, the government is seeking double the top end of the range, under the guidelines. Actually, it's more than double, given the court's ruling this morning, that the two-level enhancement does not apply.

Your Honor, when we read the government's submission, and I say this as a member of the defense bar, it read to us like the kind of submission that a desperate defendant would write. Because the defendant, in those desperate cases, says: Ignore the guidelines. Ignore the law. Ignore the facts. The guidelines are wrong.

And today we heard an extraordinary statement from the government, that the guidelines are wrong; they're flawed.

The government simply, and to their credit, openly, says that the Sentencing Commission, that the Congress, that the prior courts, in every case that have dealt with a similar situation, are all wrong.

And the government believes that its policy view, its view that the BSA has not been taken seriously enough by the Congress, that passed the statute, by the Sentencing Commission, you know, judges and other esteemed members of the bar, to review exactly what Congress intended, exactly what would be fair, what the law requires; that they're all wrong. And that the judges who have decided all of these cases, are all, every one of them, wrong.

And the government wants this court to adopt their policy position, contrary to all of the cases, to the Sentencing Commission, to the Congress, and impose an extraordinarily punitive and completely unfair sentence on Mr. Zhao.

And, Your Honor, you asked a question which I think

Mr. Mosley said he could not answer, because this was such a
unique case. You asked the question, what is a case that
this court should be linking itself to, linking its thinking
to, in terms of imposing a fair sentence.

Your Honor, we can point to, and we have in our brief, to a dozen cases -- more, in which there is not a single case, in which a person convicted of a BSA offense, this BSA offense, failing to maintain an effective AML program, with a criminal history of one, where there's no fraud alleged, there's no other crimes alleged; who has been sentenced to prison. Not a single one.

And the most useful case, in our view, is the *U.S. v.*Hayes case. That is the BitMEX case. That's the case that

Mr. Mosley acknowledged that those three defendants, in his

words, got a good deal, because the court said, "I'm going to

give them probation." So they got a good deal from the

court, according to Mr. Mosley.

Your Honor, I'd like to spend a little time on that case, and I know it's in our memorandum, but I think it's important to spend some time in that case, to understand why that case

is a very relevant and useful precedent for imposing a sentence on Mr. Zhao.

And before I do that, I just want to mention that, again, probation did a remarkable job with the PSR. But there were a few factors they didn't really consider, when they came to their five-month recommendation. One of those, we would submit, is they didn't fully consider the sentencing-disparity issue, which the court has already noted is an important issue.

They also didn't consider, as much as we think they should have, the effect of Mr. Zhao being incarcerated in the United States, as a non-citizen. And I'll touch on that in a bit. And they also did not really consider the matters that are under seal before the court.

You but starting with the sentencing-disparity issue and the BitMEX case, the *U.S. v. Hayes* case. In that case there were three defendants, the CEO, COO, CTO, this is the chief technology officer, who were all indicted and fought for 17 months before -- in pre-litigation, before trial, against a BSA charge. Same BSA charge in this case.

And in that case the government described the BitMEX platform as, in effect, a money-laundering platform. There's no such allegation in this case that Binance was, in effect, a money-laundering platform.

Were there problems on it? Were there crimes that may

have been committed? And, certainly, was the crime of not having an AML program committed? Yes. But never did the government allege, and there are no facts to support that Binance was a money-laundering platform.

That case also, according to the government's own press release for that case, said that the CEO and the COO had personally communicated, directly, with people located in sanctioned countries, particularly in Iran. Directly with those people. Knew exactly who they were dealing with. Knew exactly what they were doing.

There is no such allegation here against Mr. Zhao. There is no evidence that he was speaking to Iranians, or speaking to anyone else from sanctioned countries. And also the government in that case, in their press release, described it as a money-laundering platform that laundered billions of dollars of transactions.

Now, the government wants the court to say: Well, BitMEX is not as bad, because Binance is a lot bigger. The scale was a lot bigger, just a much, much larger company, and therefore, the court should hold Mr. Zhao personally responsible, because he had a bigger, more successful platform. Which was not a money-laundering platform, by any evidence, or even by the allegation of the government.

And also, even by their own assessment, the amount of transactions that involved sanctioned entities, was about

.0004 percent of all the transactions, the trillions of transactions that Binance processed.

And because of that scale, they want this court to say, Mr. Zhao should go to prison for 36 months.

Your Honor, that is also why they have to say that the guidelines, and the Sentencing Commission, and the Congress, and the courts, have all been wrong, have all just missed it. Because the guidelines themselves, do not provide for a single enhancement, a one point, two point, any enhancement for scale.

The only enhancement that's in there is for fraud. So the Sentencing Commission knew that -- when they were drawing up their recommendations, they understood that fraud is something that should lead to an enhancement. They put it in there. There is no allegation of fraud in this case, as the court is well aware.

There is nothing in the guidelines, in the policy, in the statute, that says anything about scale, that a company, because it's much bigger, and much more successful, and a person who runs that company, should be much more harshly treated, than someone who has a less successful or smaller business.

THE COURT: Counsel, one of the things the government points out, I believe a few times in their recommendation to the court, is that the fact that Binance didn't have any

and a host of abuses around the planet.

controls, they essentially turned a blind eye to the dark web opportunities for individuals to transact in activities that may have involved terrorism, drug transactions, trafficking,

So shouldn't that be a factor in terms of the fact that your client is not accused of specific activity, but by the indifference or the insouciance he engaged in, they simply said: It just happens, but we're not responsible for those things?

Isn't that a factor for the court to consider.

MR. BURCK: Absolutely, Your Honor, it is. And Mr. Zhao has taken responsibility for what allowed, potentially, those types of issues to occur. He did not have the right AML program. He did not have an effective AML program. That is the offense, that's the exact offense that is what he pled guilty to. That's what all these other individuals pled guilty to.

They plead guilty to the fact that they do not have a program in place that allows potential bad actors, sanction violators, drug dealers, whatever it would be, to operate on their exchange. That offense is encapsulated, is incorporated, or those factors are encapsulated into the actual crime to which Mr. Zhao has pleaded guilty.

So every single person who pleads guilty to an offense like this, including the three people in the BitMEX case,

they had exactly the same situation. In fact, it was worse, according to the facts and according to the government's own press releases, because they were interacting directly with people they knew they couldn't be interacting with. And they were running, according to the government, a money-laundering platform.

So in this case, the fact of having -- exposing the U.S. financial system to those risks, those are already incorporated. And that is part of the crime that Congress has passed, and that the Sentencing Commission has examined. That is the actual crime.

And this is not to minimize it in any way, because

Mr. Zhao has taken full responsibility for it. But that is
how the factor is already taken into account.

And that's why we believe that there has never been -- and we've looked across the landscape, for every single, any case that could possibly have had incarceration with someone like Mr. Zhao, again, with no criminal history, no fraud, no other crimes committed. And we have found not a single judge who has ever put that person in prison.

And we think part of the reason for that is because, to the court's question, the judges in those cases understood that the crime they've committed does expose the U.S. financial system, just the way the court has laid it out. But that's the crime.

Then the question is, what are the factors that will lead to the sentence, beyond the base level. In these cases, all of these cases, the courts look at the record, and they determine that incarceration is not appropriate. Even when, in BitMEX, they were running a money-laundering platform. That was what the government said they were doing. They didn't even seem to have any other legitimate purpose.

THE COURT: Counsel, in your assessment of what other judges were doing or considering, would it be perhaps that incarceration wasn't a consideration, because of the size of operation? And I think everyone is on the same page, in agreement, that there is no other case, that this is unprecedented in terms of the volume, scale, and massiveness of the dollar impact from noncompliance with the regulations of the United States Government.

MR. BURCK: Your Honor, respectfully, I don't believe that is a factor that was considered. Although BitMEX was much smaller than Binance, BitMEX was a very large operation, in terms of the actual offenses that occurred. It was not as large as Binance, but in terms of the proportion of illicit activity that was actually going on on that platform, it was much larger than Binance.

But also, Your Honor, there are cases -- not BSA cases, and we reference them in our submission -- there are cases in which -- BNP Paribas, Wells Fargo, JPMorgan, many, many very

large banks have been subjected to deferred prosecutions, or informations and guilty pleas, for much, much larger amounts of actual illicit activity. In those cases, they dealt with terrorism financing, they dealt with weapons of mass destruction proliferation, things that, again, we don't have any evidence of in this case.

And in those cases, Your Honor, not a single person was charged individually. And all of those cases, BNP Paribas paid \$8.9 billion to the United States Government, pursuant to a guilty plea. Not a single executive was charged, despite the fact that the statement of facts in that case said that the high-level executives and senior bank officials, were well aware of what was going on. And in that case, the government chose not to charge anyone.

In all the cases we mentioned, the *Danske* case, \$2 billion was paid by *Danske*, for not having an effective AML program.

Again, the allegation is that the high-level executives at those banks, at that bank, knew about this. No one was charged.

And in all of those cases that we reference in our submission, in none of those cases were individuals charged.

And the reason I mentioned that is because I think it goes back to the fact that scale itself is not something that the BSA was intended, or was meant to punish, independent of the crime itself. The crime itself is the failure to have a

money laundering program, right? An anti-money laundering program. That is the crime that Congress has passed and the Sentencing Commission has addressed.

The scale of what offenses occur within that particular -that are caused by the failure to have an AML, is not
something that Congress or the commission have ever said.

And, in fact, clearly by implication they've rejected the
idea that just because have you a much bigger business, that
therefore you end up with a much harsher sentence.

That is just something that has never been done in any of these cases. And these cases have been going on well over a decade. And also there have many sentencings recently.

And with the bank cases, just as an analogy, we're talking about violations of IEEPA, the Trading With the Enemy Act, acts that deal directly with actual violations of serious terrorism laws, and similar laws.

In those cases, we don't have individuals being charged at all. And the companies pay very large fines to resolve the case.

So we think that the broad scope of what has -- what we see in the case law, and the way the Sentencing Commission has dealt with these cases, suggest that -- or strongly show the scale is not the issue. And it makes sense. Because, again, if Binance was like BitMEX, a money-laundering platform, then I don't think that Mr. Zhao would be sitting

here today pleading guilty, or having pled guilty, being sentenced to a BSA violation.

Instead, he have committed massive amounts of money laundering, he would have committed massive amounts of terrorist financing, or contributed to it. This is not that case.

This is a case in which he has a legitimate business. And it's still around, because it is a legitimate business. Now it's much more legitimate, because they've taken so many remediation steps, over the course of years, well before -- Mr. Mosley said when they were caught. I'm not sure what he meant by that.

They had been doing remediation well before the plea agreement, years before the plea agreement. They were putting in AML policies well before that. And, of course, they've taken more steps, since they were under investigation and since the plea. And they've taken so many steps that they are now the gold standard in the crypto industry, for compliance.

THE COURT: Are you suggesting, counsel, that they took these steps, absent any law enforcement or entity engaged in investigation of Binance or it's financing, or lack thereof?

MR. BURCK: Your Honor, in some ways, yes. Because there is evidence that when Mr. Zhao found out, and this is

referenced in the submissions, found out in 2019 that there were U.S. users on the platform, and that they might be interacting -- because of the algorithm between -- that Binance had to allow for trades, that there might be some risk for actual trading between Iranians, for example, and Americans. He did say: We need to try to stop that. And that's referenced in our sentencing submission. So there were efforts to do that.

Now, of course, Your Honor, the efforts were not sufficient. And no one -- and Mr. Zhao is not going to say it's sufficient, and none of us is going to say it was sufficient. And, of course, the investigation, when they learned of the investigation, a couple years later, they started improving their policies and their procedures.

They started doing that before the guilty plea, long, long before the guilty plea. And the efforts they've made have made them truly the gold standard in the crypto industry.

And the company, of course, has concluded its issues with the government, and it's operating. It's operating, not in the United States, other than through -- there's a subsidiary it has here. But it's operating, and it's functional, and it is successful.

That's because it's a legitimate business, which is not the case in all these other cases that we see where the BSA is being used, and where we see the money-laundering

platform, a crypto money-laundering platform being addressed in the BitMEX case.

Your Honor, so in those cases -- and I do think, as well, the reason BitMEX is important, I mentioned this before, is that these were indicted individuals, who fought for 17 months, before they came to agreement. They had -- I think the CEO had a six to 12-month range. The COO had a -- a range of similar amount. They each got probation.

And the reason for that was because the courts looked at the individual characteristics of the defendants, and decided that in this particular case, we're not going to put them in prison. And that has been the uniform decision of every single judge in this country who's looked at a person, like Mr. Zhao, with no criminal history, no fraud, no other crimes, who has committed a violation of this particular act.

And the government has never pointed to a counterexample, of any sort. And in their submission, as the court knows, they have no counterexamples.

They use the BitMEX case to say: Well, BitMEX was not as bad as Binance, because of scale. And I've already addressed the scale issue. We don't think scale is a relevant factor.

Your Honor, just briefly on terms of the cases where there have been people subjected to imprisonment with a BSA violation, there's the *Randol* case, which was a Central District of California, 2024 case. That was a crypto cash

exchange. And in that case they -- the defendant had made false statements to banks, effectively bank fraud, as part of the transactions that were occurring. And also had falsely claimed that he was FinCEN registered.

He made all kinds of false statements that were included and part of the record. And in that case, the court decided to give that defendant time in prison. And that defendant also had a prior conviction for drug-related offenses. And was also apparently an opioid addict. So the court decided to put that person in prison.

His guidelines range was 6 to 12 months, and he got four months in prison.

In the *G&A Check Cashing* case, the manager had prior convictions -- convictions; and was then sentenced to incarceration.

In the *Ali* case, there were multiple charges, not just the BSA. And the defendant pleaded guilty to the AML charge, the BSA charge. But there were underlying fraud allegations, as well. And in that case, the defendant got 13 months in prison.

Here, there's no fraud. There's no criminal history.

There's no minimization of his role. There's no lying to federal agents. There's no lying about registrations.

There's no obstruction. Mr. Mosley suggested, at one point, that Binance had tried to hide what it was doing; and it

seemed, by implication, to be from law enforcement.

But as the court knows, there is no obstruction allegation in this case. There's no obstruction evidence in this case. What I believe Mr. Mosley is referring to, were internal documents that Binance had created, back in the 2019 timeframe, to conceal the fact, internally, that there were U.S. people. And the company and Mr. Zhao admitted that.

But that's -- I only wanted to correct that, because I didn't want the court to be left with the impression that there was some kind of obstruction element here. In all these other cases, there's often an obstruction element. And in this case, the falsification of the internal records was designed -- again, not to excuse it -- to conceal it internally, but it was not being sent out to the government.

In fact, that information was provided to the government as part of Binance and Mr. Zhao's cooperation with the government, prior to the plea. So the reason the government found out about that stuff, was because Binance, under Mr. Zhao's direction, gave it to them. That's how they found out about it. That's why there's no obstruction allegation in this case.

Your Honor, I would like to turn to -- unless the court has further questions about the sentencing-disparity issue.

-Debbie Zurn - RMR, CRR - Federal Reporter - 700 Stewart St. - Suite 17205 - Seattle WA 98101 - (206) 370-8504

THE COURT: Not at this time, counsel.

MR. BURCK: I'd like to turn to -- briefly to the

acceptance of responsibility. We've heard a lot about that today.

One thing that the court mentioned during Mr. Mosley's presentation, that struck me, was the question of: What credit are you giving Mr. Zhao for any of these other things that he's done, any of the things that are positive for him? Like his acceptance of responsibility, and in the case of the court mentioned for his good acts, and his characteristics. And Mr. Mosley said: Well, we gave it, but he couldn't really articulate it. It doesn't seem it's possible, given that they want to double, or more, his sentence from the guidelines.

But the acceptance of responsibility here is, we think, truly extraordinary, for all the reasons we mentioned, and we're not going to belabor it. That he came to this country, voluntarily. That he didn't know if he was going to be incarcerated, at some point when he got here, before he was going to be sentenced. That he doesn't know if he'll be incarcerated after today. And.

He came here, and he didn't have to. And he is very wealthy. And who knows how long he could have been in the UAE, or traveling the world, and evade U.S. arrest.

But the reason why we think that's particularly important to consider is that -- and this goes to the deterrence point that the government has made -- that the idea that Mr. Zhao

should be used for general-deterrence purposes, to scare everybody else around the world from engaging in AML violations, or engaging in BSA violations, that runs counter to another aspect of deterrence, which is that Mr. Zhao did all these things, he came to the country, he accepted responsibility, he subjected himself to the legal process of the United States, and he did it knowing that there was no guarantees. But he believed that there would be fairness in the process.

And the government's suggestion that, instead, he should be punished for all of these things that he's done. That he should get much more than anyone has ever gotten for a similar offense, for a similar type of person.

That actually acts as deterrence in the opposite direction, in our view. If there are people out there, around the world, who have done something wrong, a BSA violation, or another violation, and they want to get right with the United States Government, they want to do the right thing, they want to accept responsibility, that if they are going to see a result where Mr. Zhao, having done all these things, and all his characteristics, that he's going to be punished, because the U.S. Government doesn't like the guidelines, in their own words, Your Honor. They don't like the system that the U.S. has set up. They want their system to be imposed.

What kind of deterrent effect is that going to have on future people who want to do right by the U.S. Government, and by themselves, and accept responsibility? That deterrent effect, we think, turns against the government. And it hurts what we believe they're trying to achieve, which is law enforcement. If people see someone like Mr. Zhao being punished excessively, brutally, and completely, in their own admission, against the recommendation of the guidelines, I would submit that a lot of people are going to decide, you know what, I'd rather stay in my country and take my chances. Which is clearly not what they're trying to achieve. And that's the opposite of the deterrent effect they should be trying to achieve.

Your Honor, on Mr. Zhao's personal history and circumstances, which Mr. Bartlett has gone into in detail, and probation has done a wonderful job of going through in great detail, I would highlight that there are obviously a lot of people who have written for him. 160 letters. The majority of those, Your Honor, were not solicited.

Of course, defense lawyers, when we come to sentencing, we ask our client, you know, we have to -- we would love to get people, your family, friends, colleagues, who would like to say something on your behalf, submitted to the court.

In this case, there were a number of those. But the majority of those were unsolicited. There were people who

1 know him, who know about his situation, who sent in letters.

2 And there are also tons of letters that are not really

3 | letters, but they're on Twitter or X, on social media,

4 | supporting him.

And it speaks to the kind of person that he is. And it speaks to the efforts he's made, and the philanthropic endeavors that he has engaged in, for years before this case, and doing now. The educational efforts, the humanitarian efforts.

All these things that he's done, he's done not because he's trying to impress the court so that you can hopefully give him leniency. He did it because that's who he is. And that's what you know, from seeing what these people have said about him, and what they continue to say about him.

Unsolicited, for the most part.

And we think that means something, that someone like him, who is a very well known person, but also can be -- there are a lot of people very well known that are very controversial people. And of course, he pled guilty to a crime. Yet all these people say this is a really good person. This person is doing a lot for people, for his industry, for education. And we think that means something.

And, of course, the court will take that into consideration under the 3553(a) factors. But we think that really bears some emphasis.

Your Honor, I'd like to briefly talk a bit about the non-citizen aspect of this, and how that could also affect incarceration. And this is one of the points that probation did not really focus on, in their recommendation on five months.

And on that, it's very simple that because he's a non-citizen, he cannot -- he's ineligible for a minimum security facility. And he will have to, then, go to a higher level, or more secure facility. And, again, as Mr. Bartlett said, we're not seeking any kind of special treatment, but we are asking that the court consider his specific characteristics, and his specific situation, in rendering a sentence.

Because he is so well known, because it is well known to everyone that he is wealthy, because there is obviously the Binance cooperation that he has ordered, as part of the plea, before he stepped down as CEO, because of the massive record of the cooperation that Binance has engaged in, there is a real risk to him in being in a facility like that.

If he was a U.S. person -- and, again, we're not asking for special treatment -- but if he were a U.S. person, he would clearly be eligible for a minimum security facility, because of his characteristics and because it's a non-violent offense, it's not a fraudulent offense. And here he is not.

So we think that should be taken into account. On top of

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all the other issues that we've mentioned, we think that's an important feature for the court to consider.

Then, finally, Your Honor, just briefly, I've already mentioned the other factors of deterrence. We believe that the government has effectively admitted that they're really looking for general deterrence here. Mr. Mosley did say: No, we're really looking for specific deterrence. But the government's submission, as the court has seen, is entirely about general deterrence.

And I'd like to just previously read -- and this is in our submission -- but I think it's just worth hearing in open court, what Judge Koeltl in the Southern District of New York wrote about the concept of general deterrence, or said at a hearing of the BitMEX case, about the concept of general deterrence. Because the government made the same argument as they made here, today, about BitMEX. And, again, a situation where that was a money-laundering operation, according to the government.

Judge Koeltl wrote: Any sentence must be just for the individual defendant. If we impose a sentence on the basis of general deterrence, that wasn't just for the individual defendant, we would end up using the law to impose sentences on individuals that were not just for the individual defendants, and that would be contrary to our law.

So you expect that a sentence which is just for the

individual defendant, will be sufficient for purposes of general deterrence. And you ought not to be able to attempt to justify a sentence, based upon the message that it sends to others, unless you could say that the sentence is just for the individual that you're sentencing.

Otherwise, you're just treating that defendant in a way that is not just for the individual defendant.

And we think that Judge Koeltl really encapsulated the problem with the government's argument, which he heard, himself, two years ago. The same argument they're making today, which is that this is all about general deterrence. They said they don't like the guidelines. They said they don't think the BSA is being taken seriously enough. They said that there should be enhancements added to the BSA, to the sentencing guidelines, based on their preference for higher sentences.

They said, Your Honor, they want a disparate outcome here, because they don't like the fact that sentences that have been imposed before are too low; they're probationary. They want a disparate sentence; that's what they're seeking. And they're trying to justify that by saying this case is different than all others.

Your Honor, the thing that we submit, respectfully, that is different about this case than all those others, is that Mr. Zhao has accepted responsibility, in ways that those

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defendants never did.

They went -- they were indicted. They spent 17 months fighting the case. Then they pled. They were running money-laundering operations. They were engaged in all kinds of direct fraudulent behavior that Mr. Zhao is not involved in. They did not build a business that is a legitimate business, that did have problems, and it did commit a crime, and has accepted responsibility for that. They did not come from the UAE and submit themselves to the U.S. legal process, without being forced to, on their own volition. They did not do all the things that Mr. Zhao did, long before this case ever existed, to help people, to help people around the world. They did not do the things that he has done for years.

And Mr. Mosley has also suggested that because Mr. Zhao is so wealthy, that he can do all these things, and maybe that shouldn't really -- because he's rich, we really shouldn't treat him -- we should treat him worse, in some ways, than others.

But the reality is, this is a person who came from China, from very humble beginnings. His family fled because of Tiananmen Square. And he built a business out of nothing. And it did commit a crime, but it's a legitimate business, which is very different than all these other cases. And we think that all weighs against incarceration in this case.

And, again, although probation, we do think they did a wonderful job, and they gave him a tremendous amount of time, and spent a lot of time with Mr. Zhao, and they did a very thorough report, our only disagreement with them is that we believe a downward variance, beyond five months, to probation, is warranted, given the factors that we've discussed today, that are not really taken to full account by them.

Particularly, the disparate sentence outcome, looking at the different -- the defendants in each of these cases, and how they compare to Mr. Zhao, and how he's led his life and run his business, as well as the fact he's a non-citizen, as well as, Your Honor, the matters under seal, which we cannot discuss, but we know the court has read thoroughly.

So, Your Honor, I'll just close by saying that Mr. Zhao -- and you will hear from him, and he's the most important person you'll hear from today. He will tell you, in his own words, as he has already said in his plea, as he said publicly, after he pled guilty, when he posted on social media. He knows he did wrong. He knows that he committed a crime. He wants to make up for it. He wants to be sentenced for it. He wants to take full responsibility for it. And he will do that again today.

But I don't think anybody, even the government, believes that Mr. Zhao, with all the things he's done, and all the

things that he's done in this case, really is not accepting responsibility. And he's accepting responsibility in ways that these other defendants, who got probation, never did.

And I think that's an important fact for the court to consider.

Your Honor, I was going to ask for a sidebar just on the sealed matter, just to see if the court wanted any argument on that. But if is court is satisfied on the sealed matter, I won't --

THE COURT: Counsel, as I indicated previously, the court checked the docket as of 5:00 p.m. yesterday. No one has represented to the contrary. Every submission to this court was considered and read. The court does not need to take additional or further argument on those issues, or any other issues before this court.

MR. BURCK: Thank you, Your Honor.

THE COURT: We're going to take a recess at this time. When we return, I'll hear from Mr. Zhao, and then the court will impose its sentence at that time.

(Recess.)

THE COURT: Good morning, please be seated. Before we begin, it's come to this court's attention that someone has taken photographs during this court proceeding, and, in fact, has already posted those images on the Internet, or whatever else you use for social media. That is completely

improper.

If the court becomes aware of the individuals that take any images, for the balance of this proceeding, and post them, you may be subject to contempt of this court. Because I'm ordering specifically, in compliance with our rules for this jurisdiction, you're not supposed to take photographs in this court.

So I trust that everyone will abide. If anyone can't abide by that, we have two officers who are present in the court that will assist in that being enforced.

So with that, Mr. Zhao, I don't want that to reflect upon the importance of what you have to share with this court this morning.

And, sir, this is your opportunity to address the court. You're not required to say anything, if you choose to remain silent. But it appears you do wish to address the court. And I have read your letter. But this is your opportunity to share anything you'd like me to know and consider.

Mr. Zhao, you have the floor.

THE DEFENDANT: Thank you, Your Honor. I appreciate the opportunity to address the court directly. I will be brief. I failed here. I deeply regret my failure, and I'm sorry. Five and a half months ago, I left my family to come to the United States, to take responsibility for my actions.

Some people were surprised that I flew in from a

non-extradition country. But those who knew me well, were not surprised. That's because responsibility is a core value for me; and I live by it. I believe the first step of taking responsibility is to fully recognize the mistakes.

Here I failed to implement an adequate anti-money laundering program, in the company I founded. I also recognize the seriousness of that mistake, and also recognize the importance of having a robust KYC/AML program. That is why I directed Binance to fully cooperate with the U.S. Government's investigation, which has been done.

Another important part of taking responsibility is to correct the mistakes. Years before I flew here, before I learned of the investigation, we did start to implement a KYC/AML program. I also directed Binance to fully remediate, which has been done now.

I also directed Binance to resolve with the U.S.

Government, which has also been done. In my mind, I wanted to do everything possible, before stepping down as CEO, including fairly extensive efforts that we undertook to build an industry-leading compliance program.

Stepping down as CEO of the company, I found was not easy. It took a while for me to mentally accept that and transition onwards. Over the last five and a half months, I've had a lot of quiet time alone to think and to reflect. I fully recognize the seriousness of the mistakes I made. And, of

course, I can assure you there's no way for them to ever happen again. I've learned an important lesson here, that I will carry with me. This period also gave me time to think about my past and future.

I come from humble beginnings. I came from a first-generation immigrant family, to Canada. Both of my parents, while having academic backgrounds before they immigrated, they worked on close to minimum wage jobs in Canada. They never complained. Although we were tight on finances, both of my parents worked really hard to give me opportunities. And because of those opportunities, I've been very -- I've been able to achieve a level of success in my life. I'm forever grateful for that.

For the next chapter of my life, I want to provide opportunities for others, namely our youth. I'm building a platform to provide high-quality education for underprivileged kids, all around the world, for free. I believe, with the technologies we have today, it is possible to make online education better and more widely available than what we have today. I believe this can help millions or hundreds of millions of kids all around the world, giving them opportunities for better jobs, and also life.

I started this project already for the last couple of months. And we're making good progress. I find this new work extremely rewarding and meaningful.

Lastly, I want to thank my family and friends, some of whom are here today. I want to thank everyone who wrote letters of support for me, most of whom I did not even ask. And all the people on social media, or anywhere in the world, for supporting me, and standing by me in this difficult time.

I also want to especially thank the probation office, for taking the time to talk with me and understanding me as a whole person. They gave me a new level of respect for the U.S. judicial system. I also want to thank Your Honor, for your time and consideration.

Thank you.

THE COURT: Thank you, sir. You may be seated.

Mr. Zhao, this court is mandated to calculate an appropriate guideline range, which I have done, and look at any traditional variances or departures that might be applicable, in view of the circumstances; which the court has done that as well. I'm also charged with considering all the 3553(a) factors in the sentencing guidelines.

It's my practice to go through each of those factors, so you have a clear understanding of my thoughts and processes as I went through those factors in determining and arriving at the proper sentence in this case.

Sir, first, I begin with your history and characteristics.

The reason I asked counsel for the government to weigh in, is
to hear from the government in terms of their perspective of

how your background, history, and things that you've done, should factor in your sentencing. And to be honest with you, sir, everything I see about your history and characteristics, are of a mitigating nature and a positive nature, because of what you've done.

I note first, that you have no criminal history. I note that you have lived a law-abiding life, but for the facts and circumstances of this case.

The court also notes that you voluntarily agreed to come to the United States, despite the challenges that may have presented themselves with extradition, and fighting the same.

The court also finds that you accepted responsibility, by the fact of the large payment that was made to the Commodity Future Trading Commission.

The court also does certainly recognize how you were raised, in humble beginnings, but you embraced those humble beginnings to pursue education your and vigorously pursue the development of a company that became Binance.

The court also looks to the fact that you took extraordinary steps and significant steps, in terms of your level of cooperation with law enforcement, in their investigation. These are all factors that I've looked at in your history and characteristics.

Next, sir, I look at the nature and circumstances of the offense. And this is aggravating. Aggravating to the extent

that you were a money transmitter, with registration requirements with the United States Treasury. You were the CEO of Binance, and you made the strategic decisions, and exercised control of the day-to-day operations in finance.

And you were required under the Bank Secrecy Act to implement effective anti-money laundering programs and safeguards; and yet you failed to do so.

As a result, it earned significant benefit from the lack of controls and the desire or pursuit of controls, when you knew you should have at the very beginning.

Next, the court needs to look at the sentence to reflect the seriousness of what you have done. Again, the court goes to your failure in your responsibilities to maintain a proper anti-money laundering program, that created potential to have a significant impact upon the community, because of money laundering import, and facilitating other criminal activity. I referenced this before. That includes drug trafficking, terrorism, and corruption. And moving proceeds through the dark net, which can impact issues, circumstances, and opportunities beyond our imagination, or an imagination that we even care to visit.

Next, the court looks at the need to promote respect for the law and to provide just punishment. The court believes that from everything I know about this case, that you prioritized Binance's growth and profits, over compliance with United States laws and regulations.

Specific reference I make to a September 2019 chat, that's reflected in the documents that were submitted to the court. I believe it's quoted if you -- "If we block U.S. users from day one, Binance will not be as big as we are today."

Concluding, it's better to ask for forgiveness than permission, is what you described as a gray area.

The court next needs to look at the need to afford adequate deterrence to criminal conduct. Much ado has been made this morning about how much the court should consider specific deterrence, and general deterrence. And to be honest with you, sir, I'm quite confident that the concern of needing to protect the public from you completing further crimes is minimal, if it's even in existence. I'm confident of that, sir, based upon everything that I've read.

But in terms of the concept of general deterrence, that's a whole different category that the court needs to address. Specific and general deterrence. We'll focus on general deterrence. So others in similar situations or magnitude, clearly understand they must engage in U.S. regulated compliance procedures, that they can't allow customers to create accounts and trade in exchange, without providing identifying information. That they have to understand that they have to systematically maintain and regulate transactions, to avoid any violation of any laws in the

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United States.

So these are not just casual, general-deterrence considerations; these are very specific. It has to send a message. And I know this has been opposed and objected to by your lawyers. But it has to send a message, that they have to recognize that if they wish to do business in the United States, they must comply with all United States' regulations. And if not, there's consequences.

Sir, the court also needs to look at the need to consider whether or not the court needs to provide you with education, training or treatment. None of those are factors for the court to consider. You're well educated, you're incredibly bright, and there's obviously no issue regarding any treatment that's an issue before this court, and that's not a factor for the court.

The court also looks at sentencing disparity, which is the last factor. And, again, there's been much dispute about the government's characterization. This is large. This is unprecedented. We haven't faced this volume of activity in the past. Yet your lawyers want the court to ignore the impact of disparity, because of the consequences, the fact that no other judge -- I believe you know that every judge that's appointed, and every judge that serves, makes their own independent determination. It's not a question of me looking to what another judge has done. That doesn't mean

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    that I don't consider precedent, because I value precedent,
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    and I value it highly; because it's a fundamental concept of
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    our system of justice.
        But at the same time, the court does not believe that
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    there's any other case or circumstance that's been before
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    another judge, certainly not before a federal judge, of the
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    magnitude, the impact, that your particular case, in fact,
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    present.
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        So with all these factors, the court will first confirm,
    the court will not place you on any period of supervision.
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    The court recognized that fines could be imposed in this
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    matter. And the court will order a fine in the amount of
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    $50 million. But that has been satisfied by the amount of
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    money that's already been paid between you and the Binance
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    company.
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        There's a special assessment, which is also due, which is
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    required by statute, in the amount of $100, and that's also
    due as well.
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        There's no additional restitution being sought by the
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    government. Is that correct, counsel?
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             MR. MOSLEY: That is correct, Your Honor.
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             THE COURT: All right.
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        So, sir, with all these factors, it comes down to the
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    bottom line of what is the court going to do?
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Now, first of all, Mr. Zhao, I want you to know that I

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took this book, and I went through every single letter, to the point that the book started separating, because it's important for me to know who you are as a person.

It's important for me to have a perspective, not the government's perspective, not probation's perspective, but it's the community of people that you know, that you've interacted with. And they have given me a complete different picture, in some ways. And other ways, it's almost a consistent statement of an individual.

I can tell you it's rare that I see, and I don't think
I've ever seen this volume of letters, with glowing
statements, not just from family, but people that have known
you for long periods of time.

So I want you to know, sir, that that played a big role in the ultimate sentence the court will impose.

The letters paint a picture of a man driven, as quoted in one of your letters, was motivated by your passion to technology and a drive to help people. That's out of one of your letters, sir.

It's also clear from the letters, at one point you risked your entire net worth, because of your belief and strength of your conviction to make Binance a success. And that's a statement to me of a person really committed and driven to what they believe in, and what they want to have occur in their life.

It's also clear from the letters that you provided that you're a dedicated family man, and a giving person, as demonstrated by your charitable deeds, for example, the Binance charity, the first Blockbuster that enabled donation programs, and helped 3.5 million people in 62 countries, and a list of philanthropic deeds that continue to go on and on.

There's also the charity efforts in Uganda, where the program that you designed and funded, was for children. And, sir, I could go on and on with the other entities and operations you helped fund, not of recent vintage, but for some period of time.

The letters also paint a picture of a man who takes responsibility for his mistakes. And as the letters said, "He lives simply, and cares for his family and global issues."

The background letters reference the fast rise of Binance, under your direction, your hard work and vision is what made it occur. An operation, with daily operations, and daily transactions, and daily volume of \$500 million. That's extraordinary, sir. And I think that, again, is unprecedented, when I look at any other case that's before this court.

Now, the court acknowledges your staggering accomplishments and that you've demonstrated exceptional acceptance of responsibility. Probation recognized that, and

the court recognizes that as well, because of what you've done. And this certainly has been factored in the sentence that I will impose.

The challenge before this court is how you managed and directed Binance. As you were building your empire and elected to engage in United States financial dealings, you had a responsibility to comply with United States' regulations. Not some, but all. You had the wherewithal, the financial capabilities, and the people power, to make sure that every single regulation in the United States, if you were going to trade at this volume, had to be complied with. And, sir, you failed at that opportunity.

The mere fact that you can place your name next to the largest cryptocurrency operation on the planet, did not give you the discretion to pick and choose which regulations that you chose to follow. The United States' regulations are not regulations that you can put a do-not-disturb button on your website, or on your operational standards. It's something that has to be complied with every single day, for every single transaction and operation.

The report shows that billions worth of Bitcoins directly transacted to the dark web markets, were often used as, at least argued by the government, by criminals to money launder, large volumes of opportunities to cause harm to victims of terrorism, drugs, and more globally, impact the

financial systems across, not only the United States, but across the planet.

I was deeply troubled in the materials submitted by the parties, that include the reference to your statement reflected on Page 1, in fact the opening line of the government's brief to this court, is that it was better to ask for forgiveness than for permission.

Now, I suspect that that was, and I'm confident that was very prescient of where you are today, asking the court for forgiveness as opposed to the permission that you failed to seek so many years ago.

In one letter of support you were characterized as a complex person who made bad decisions. And the court agrees with that observation. If I may borrow another support letter, it reads, you have the ability and will rehabilitate because of this tough lesson. And I'm confident you will do that, sir, if it's the person that everyone else knows that you've represented to this court.

In concluding, the court doesn't believe that the government's recommendation of an exceptional sentence is appropriate or warranted, in light of the circumstance. The government is asking this court to go and essentially double the top end of the guideline range, and began its argument by asking this court to ignore the sentencing guidelines. The court hasn't heard that before. And the court is not going

to do that, in this particular case, to ignore the
guidelines. They're advisory, and I accept that. But at the
same time, in considering the sentencing guidelines, your
conduct does not warrant a 36-month sentence.

There needs to be an effort by this court to impose a sentence that is appropriate and reasonable. And I hope you understand, sir, that when I announce the exact amount of sentence, you have to understand that despite wealth, power, or status, no person, regardless of wealth, is immune from prosecution, or above the laws of the United States.

Now, probation made a recommendation of a sentence of five months. And the reason I'm not going to follow that recommendation of five months is because of the description that was provided in terms of the fact that you were not a U.S. citizen, and the fact that whatever I impose, there will be some delay in your release.

But I do believe that a reasonable and just sentence in this case is one of four months. The court will impose that at this point in time.

In this regard, I believe the sentence is reasonable and sufficient, but no more than necessary to carry out the objectives of sentencing.

Counsel, for the judgment, before you present the judgment to the defendant, I wish to give him his rights on appeal.

Mr. Zhao, I want you to pay close attention. You can

confer with your lawyers in a minute. But under paragraph 15
of the plea agreement, you waived your right to an appeal.

And any rights you had on appeal, are exactly as stated in that document. In addition to those rights, I wish to advise you, you have the right to challenge your lawyers'
effectiveness, if you believe that's appropriate.

If you wish to appeal the sentence, it's very important that you tell your lawyers that's exactly what you wish to do. They can explain to you any issues that are appealable and any issues that might survive.

If you wish to appeal the sentence and you cannot afford the filing fee for the Court of Appeals, you can ask me to waive that fee, and the court clerk will file the appropriate documents, and file a notice of appeal upon your request.

With few exceptions, any notice of appeal must be filed within 14 days of the entry of judgment.

And lastly, the waiver does not preclude you from bringing an appropriate motion, pursuant to Title 28, United States Code, Section 2241, to address the conditions of your confinement, or the decisions of the Bureau of Prisons regarding the execution of your sentence.

Now, probation raised a question earlier regarding a report date or taking you into custody right now. I'm not going to exercise that option, sir. You've demonstrated remarkable compliance with the directives of this court, on

the previous release order.

I need to hear from your lawyers regarding your recommended report date. Mr. Bartlett, I'm not sure who wants to speak.

MR. BARTLETT: Your Honor, with all due respect, can we get back to the court on a report date? We want to have a chance to talk with probation about the alternatives that we have, and perhaps a request for designation also.

Perhaps Ms. Whaley can explain what it is that we need to go through at this point.

PROBATION OFFICER WHALEY: I'm not sure exactly what Mr. Bartlett --

THE COURT: First of all, Mr. Bartlett, the sentence I imposed traditionally would be served at the Detention Center.

MR. BARTLETT: As we stand here today, Your Honor, I think that's what we were going to do. But we do want to talk about it internally, whether or not we want to make a recommendation at Sea-Tac. And also we want to discuss whether or not -- how long we think the Bureau of Prisons will take for a designation.

Our understanding, if he were to report immediately, although I know that's what he wants to do, so he can get back to the UAE, that he might be designated -- that he might be placed in the general population. But after a

designation, he would be placed into a work cadre, which would be a much better situation. And that's really what we're trying to determine.

THE COURT: Here's the concern, counsel. I want to make sure your client knows, when he walks out of this courtroom, exactly what his sentence is, and I've given him that, and exactly when his report date is.

I don't want that to be something that you talk about with probation. I'll give you an opportunity to meet and confer right now. I'll even take a short recess. But when I come out, I want to be able to articulate, from the bench, exactly what his report date will be, and the designation recommendation.

I want Mr. Zhao to understand, I can only recommend, I do not control the Bureau of Prisons. It's up to them to determine the proper designation. But I can tell you that, with experience, typically sentences of this duration usually are served at the Sea-Tac Center.

MR. BARTLETT: We've discussed both those alternatives, your recommendation is not controlling, but it is often followed. And we've else talked about the advantages and probability of a Sea-Tac designation.

THE COURT: All right. How much time do you need, counsel, to confer with probation?

MR. BARTLETT: Ten minutes.

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             THE COURT: We'll take a ten minute break.
                                                          Call me
 2
    when you're ready.
 3
                                (Recess.)
 4
             THE COURT: We're back on the record.
        Counsel, let me hear from you. I'm not sure who wants to
 5
 6
    speak for the defense.
 7
             MR. BARTLETT: First of all, we apologize in being
 8
    slow getting back in here. We have had a chance to talk with
 9
    probation, also.
10
        Our request is that Mr. Zhao be designated, request to be
    designated to FDC Sea-Tac. And that we ask the reporting
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12
    date be left to the discretion of the probation office.
                                                              Mν
13
    understanding is they're going to ask for an expedited
14
    designation. And when they get that, they'll notify us and
15
    we will report.
16
             THE COURT: Is that correct?
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             PROBATION OFFICER WHALEY: Yes, Your Honor.
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             THE COURT: Any input from the government on that?
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                          No, Your Honor.
             MR. MOSLEY:
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             THE COURT: Mr. Zhao, you've heard your lawyer make a
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    representation regarding your reporting. We don't have an
22
    exact date. But do I have your solemn oath and promise that
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    you will appear as directed by the United States Probation
24
    Department.
25
             THE DEFENDANT: Yes, Your Honor.
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             THE COURT: That will be acceptable to the court.
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    And that recommendation should be included.
 3
             MR. LERMAN: Your Honor, I've prepared the draft
 4
    judgment and will hand it to the defense for review.
 5
             THE COURT: All right. Thank you.
 6
        I want to emphasize, again, there should be no photographs
 7
    taken during the course of this proceeding. And I don't even
    want to see a phone up. So if you have a phone, it needs to
 8
 9
    go inside your purse, or in your pocket.
        Probation has obviously inspected, correct?
10
11
             PROBATION OFFICER WHALEY: We have not seen it yet.
12
             THE COURT: I take it there are no counts to be
13
    dismissed, correct?
14
             MR. MOSLEY: No, Your Honor.
15
             THE COURT: I have reviewed the judgment. It does
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    reflect the court's oral ruling, and I've signed it.
17
        Now, I want to address the question of departure from the
18
    courtroom. I'm going to permit defense counsel, and the
19
    defendant, and the defense team, to leave the courtroom at
20
    this point in time.
21
        I'll direct that everyone else that's currently in the
22
    courtroom, remain in your seats, until the court directs
23
    otherwise. And I'll remain on the bench.
24
             MR. BURCK: One small matter, for the record. I
    misspoke during my presentation about -- I called Binance.US
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a subsidiary of Binance. It is not a subsidiary, it's
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 2
     actually a separate company entirely. I just wanted to state
 3
     that for the record, Your Honor.
                THE COURT: Okay. That's fine.
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                                   (Adjourned.)
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      - Debbie Zurn - RMR, CRR - Federal Reporter - 700 Stewart St. - Suite 17205 - Seattle WA 98101 - (206) 370-8504
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CERTIFICATE I certify that the foregoing is a correct transcript from the record of proceedings in the above-entitled matter. /s/ Debbie Zurn DEBBIE ZURN COURT REPORTER - Debbie Zurn - RMR, CRR - Federal Reporter - 700 Stewart St. - Suite 17205 - Seattle WA 98101 - (206) 370-8504